UNITED NATIONS SYSTEM

ACC

Administrative Committee on Coordination

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REPORT OF THE CONSULTATIVE COMMITTEE ON SUBSTANTIVE QUESTIONS (OPERATIONAL ACTIVITIES) ON ITS SECOND REGULAR SESSION OF 1992

(New York, 22-25 September 1992)

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INTRODUCTION

1. The Consultative Committee on Substantive Questions (Operational Activities) (CCSQ (OPS)) held its second regular session of 1992 at United Nations Headquarters from 22 to 25 September 1992. The list of participants is contained in annex I. The agenda for the session, which was adopted by the Committee, is contained in document ACC/1992/OPS/2/Rev.1.

I. MATTERS BROUGHT TO THE ATTENTION OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION

2. The following matters are brought to the attention of the Administrative Committee on Coordination (ACC):

1. Role of the United Nations development system in the 1990s

(a) The views of the Committee on the elaboration of common country strategies on priority substantive themes (paras. 22-25);

(b) The text adopted by the Committee reflecting a system-wide understanding of the objectives, definition and guiding principles on the programme approach (para. 26 and annex IV);

(c) The text adopted by the Committee reflecting a system-wide understanding of the objectives and guiding principles of decentralization (para. 27 and annex V);

(d) Some preliminary views of the Committee on the role and functioning of CCSQ (OPS) and its secretariat (paras. 35-38);

(e) The views of the Committee on the final evaluation of the seven pilot management of field coordination workshops undertaken by the International Training Centre (Turin, Italy) and on the proposed expanded operational activities training programme (paras. 39-40);

(f) The views of the Committee on the status of implementation of the new support costs arrangements (paras. 44-46);

(g) Recommendation of the Committee regarding its next meeting (para. 54).

2. Statement by the Under-Secretary-General for Economic and Social Development

3. The Committee was addressed by the Under-Secretary-General on a number of matters relating in particular to the important changes currently taking place in regard to the operational activities of the system. He emphasized the important role of operational activities and the timeliness of the CCSQ (OPS) meeting, at a time when discussions with significant potential for change in the structure and functioning of the system were under way. In the current context of the various reforms of operational activities, a strengthening of CCSQ (OPS) was particularly important.

4. The Under-Secretary-General noted that developing countries saw institutional reforms within the broader context of strengthening international development cooperation, while developed countries focused more on immediate reforms on governance and financing of operational activities. It was already clear that the Members of the United Nations in general were intent on wide-ranging reforms. Proposals were being vigorously advanced which might not only alter the existing institutional structure for the governance and financing of operational activities for development, but also bring about a revamping of the arrangements for field presence and country programming. Member States expected the United Nations development system to achieve a higher level of collaboration. It was of the utmost importance for member organizations to work closely together in a spirit of partnership. The Committee was the forum par excellence to reach understandings on such issues as the programme approach, national capacity-building, national execution, decentralization and the monitoring of the support cost successor arrangements to ensure that they achieved the objectives for which they were designed. It was important to make a system-wide effort to attain a maximum degree of common understanding which could be translated into collaborative action at the country level for the benefit of developing countries. A main challenge was to find ways to achieve the effective functioning of the resident coordinator system, so that there was a coherent and integrated approach by the system in support of government plans and priorities.

5. The Under-Secretary-General also spoke about the excellent inter-agency training arrangements initiated by the Committee and its recommendation to continue and expand the programme.

6. A matter of increasing concern to all was the problem of mobilizing financial resources to meet the most essential priorities. This was also a matter the Committee should address.

7. The Under-Secretary-General expected the General Assembly to adopt an important resolution on operational activities which would chart their course for the coming three years. He was anxious to ensure that all parts of the United Nations system fully participated in the work requested by the General Assembly and invited individual organizations to consider how they could participate in the preparation and implementation of an action-oriented plan.

8. The Under-Secretary-General also responded to a number of questions raised by members, including some on the consultative process relating to the reform process.

9. The full text of his statement was distributed.

II. DISCUSSIONS HELD BY THE COMMITTEE

A. Information on significant developments within organizations which have system-wide implications

10. A representative of the Under-Secretary-General for Humanitarian Affairs briefed the Committee and answered questions on the current status of developments in regard to that department's activities and the need for fully coordinated efforts by the system in very complex situations. The full text of his statement was distributed.

11. Given the importance of the subject, the Committee agreed to resort to informal mechanisms to further strengthen collaboration arrangements between the concerned organizations. In this regard, the World Food Programme agreed to prepare a paper for the next session of the Committee.

12. The representative of the United Nations Conference on Environment and Development (UNCED) secretariat provided a briefing on the operational implications of the Conference, indicating at the outset that, while the UNCED recommendations/decisions, particularly Agenda 21 (A/CONF.151/26/Rev.1 (Vol.1)), had or would have considerable operational implications, a clearer and fuller understanding or assessment of those implications would not be possible until at least four ongoing processes were completed, namely:

(a) The restructuring and revitalization of the Economic and Social Council and its subsidiary machinery;

(b) The second phase of restructuring of the United Nations Secretariat;

(c) The establishment of the Commission on Sustainable Development, as recommended by UNCED;

(d) The review by ACC of its machinery in relation to sustainable development.

13. After providing the Committee with more detailed information on the above-mentioned processes and their relationship to operational activities in the UNCED context, the representative further explained that the successful implementation of Agenda 21 would require that it be translated in operational work programmes by all agencies and programmes of the United Nations system whose mandates were related to one or several of the sectoral or cross-sectoral chapters of Agenda 21. In order to improve each country's

capacity to deal with the requirements of sustained development, a major capacity-building initiative had been recommended by UNCED. The United Nations Development Programme (UNDP) had launched such an initiative, called "Capacity 21". The UNDP Administrator and the UNCED Secretary-General had also written to UNDP resident representatives to ask them to approach developing countries' Governments and elicit their interest in obtaining UNDP assistance for the elaboration of national Agenda 21s.

14. The UNCED representative then presented a brief analysis of the decisions taken by the Conference in the area of finance, pointing out in this connection that three major financing vehicles had been identified by the Conference for the implementation of Agenda 21, namely, official development assistance (ODA) in percentage of gross national product (GNP) (developed countries had reaffirmed their commitment to reach the United Nations target of 0.7 per cent of GNP for ODA); the replenishment of the International Development Association, for which the president of the World Bank had suggested an additional "Earth increment"; and the Global Environment Facility, which was currently undergoing a re-examination of its decision-making and funding procedures, with a view to making them more democratic and transparent.

15. A briefing was also provided by the Centre Against Apartheid, a summary of which is contained in annex II.

16. In addition, a number of organizations made statements on significant developments within their organizations which had system-wide implications. Summaries of some of the statements are contained in annex II.

B. Implications of global reforms

17. In addition to the statement made by the Under-Secretary-General for Economic and Social Development and the ensuing exchange of views (see paras. 3-9 above), the Director of the Economic and Social Council Affairs and Inter-Agency Coordination Division provided a very comprehensive briefing on the various reform proposals submitted by Governments in the course of the deliberations of the Working Group of the Economic and Social Council on the restructuring of the United Nations. A compendium of the various reform proposals was also distributed.

C. Implementation of General Assembly resolution 44/211

1. Triennial policy review of operational activities

18. In introducing the report (A/47/419), the Special Coordinator for Operational Activities of the Department of Economic and Social Development noted that the draft text distributed in July had been significantly revised and updated. The statistical addendum, as well as one relating to integrated United Nations system offices being established in the Commonwealth of Independent States, would be available very shortly.

19. While noting the very special circumstances surrounding the preparation of the report on this occasion, the Chairman recalled the Committee's views at previous sessions on the consultative process involved in the preparation of such reports and expressed confidence that a fully participative approach would be possible in the future. To this end it was desirable that, as suggested in General Assembly resolutions, organizations of the system should be able to second staff to assist in the preparation of the report, thereby also ensuring that it fully reflected the experience of all organizations in the system.

20. It was agreed that, as in the past, the Chairman and/or the Coordinator, as well as all interested organizations, would participate in any briefing of Second Committee delegates relating to that document, prior to the debate scheduled for 19 and 20 October 1992.

21. Finally, the Committee noted both the action already taken or being taken by it on some of the recommendations contained in the report, and the possible implications of other recommendations on its future programme of work.

2. Elaboration of common goals and strategies on priority substantive themes

22. The Committee recalled the guidelines it had already issued on the operational implications of the International Development Strategy for the Fourth United Nations Development Decade, and on the Programme of Action for the Least Developed Countries for the 1990s. In recognition of the need for overall guidance, especially regarding the field structure of the system, in elaborating country-specific goals and strategies on priority substantive themes, and in line with its continuing work on the implementation of General Assembly resolution 44/211, the Committee agreed on certain basic principles and procedures, which are contained in annex III.

23. It was envisaged that the text providing guidance would be field-tested in a select group of countries, after which conclusions would be drawn and any necessary revisions would be made, bearing in mind the outcome of the current General Assembly discussions on the issue.

24. Turning to global goals and strategies, the Committee took note of the very preliminary texts elaborating common global strategies on priority substantive themes, and invited the relevant organizations to review them and provide inputs to the Secretariat by 30 November 1992 so that a revised text could be considered at its spring 1993 session.

25. The Committee also noted that the World Bank, in collaboration with interested organizations, would submit to the Committee at its next session a concepts paper on poverty alleviation.

3. Programme approach

26. In pursuance of its role in discharging a collective responsibility to develop system-wide understandings of concepts, principles and approaches, the Committee considered and adopted a draft text of the objectives, definitions and guiding principles of the programme approach (see annex IV). It would provide the common context in which guidelines to meet the specific requirements of different organizations (or groups) could be detailed in the relevant forums.

4. Decentralization of capacities and authority

27. Recalling once again the collective responsibility of member organizations to develop system-wide understandings of concepts, principles and approaches, the Committee reviewed two papers prepared by its secretariat, and agreed on the draft text submitted to it elaborating objectives and guiding principles. This would constitute a common framework for the system's pursuit of efforts to achieve the degree of decentralization of capacities and authority being urged by General Assembly resolutions 44/211 and 46/219. The relevant text is contained in annex V.

28. The Committee also recognized the need to discuss, in a similar vein, (a) the fact that the extent of decentralization in each case would largely be governed by the nature of specific mandates and requirements of individual organizations, as well as, inter alia, by projections of resource availability for operational activities, which were by no means encouraging; (b) the level of the field presence required to support Governments as they became increasingly able to assume a wider range of managerial and implementation responsibilities; (c) the optimal levels of utilization of headquarters and field staff in the light of the growing budgetary constraints faced by many organizations; and (d) the possible impact of improved travel and telecommunications systems on the cost-effective use of a limited number of technical specialists.

29. Member organizations noted that they were reviewing other measures for enhancing the speed and efficiency of field operations, such as streamlining decision-making processes at headquarters. Organizations would furthermore be reviewing the implications for their decentralization policies of the restructuring of the United Nations system currently under discussion. Finally, member organizations agreed that they would further review the level of authority decentralized to their respective field representatives, and, as far as possible, take into account the levels decentralized by other organizations (as reflected in ACC/1992/OP/CRP.11/Rev.1). The aim would also be to achieve more even degrees of authority among field representatives of the system, thereby facilitating collaboration within country teams. These and other aspects of the issue would be pursued by an informal working group consisting, inter alia, of UNDP, the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Industrial

Development Organization (UNIDO), the World Health Organization (WHO), the World Food Programme (WFP), the International Labour Organisation (ILO), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Department of Economic and Social Development, with a view to submitting a detailed assessment to the Committee at its 1993 spring session.

30. The Committee also took note of the draft Joint Inspection Unit (JIU) report on decentralization that had just been issued. Members agreed to inform each other of their respective responses to the JIU request for comments on the report. The Committee noted that the draft comments of the ACC would be submitted to it in due course for review.

5. National capacity-building

31. The Committee reviewed a number of questions on this issue arising from the paper prepared by UNDP and the Coordinator's note, and expressed appreciation of the transparency of ongoing UNDP efforts in dealing with the issue. It took note that parallel efforts were being made by other organizations and agreed that, while terminology issues remained undecided, there was a clear need for a coordinated approach by the United Nations system in regard to national capacity-building. As a first step, it was agreed that organizations would provide the Committee secretariat with a brief note on the status and preliminary findings of their respective studies on the subject, as a basis for developing a coordinated approach through an informal working group consisting of members of UNDP, FAO, WHO and other interested organizations. Inputs should reach the Secretariat by 15 November 1992 at the latest.

6. Review of implementation of ACC/CCSQ (OPS) guidelines

32. Having issued a series of guidelines aimed at enhancing collaboration between organizations of the system, especially at the field level, the Committee, as part of its efforts to monitor the relevance and impact of the guidelines and the management of field coordination workshops, reviewed country profiles of field collaboration arrangements prepared in respect of Sri Lanka, Indonesia and China. It agreed that the profiles, in addition to the one prepared earlier on Pakistan, reflected growing levels of collaboration, and were proving a useful tool for monitoring purposes and for informing all interested development partners, including other country teams of the United Nations system, of progress being made. They also provided a means of disseminating information on examples of successful collaboration arrangements which might be replicated in other relevant country circumstances.

33. The Committee also noted that between six and eight additional profiles were expected to be completed in the course of the next few months, so that a fairly representative selection of profiles would soon be available. The Committee suggested that in the preparation of these profiles (a) despite different country circumstances, a common format should be adopted to the

greatest extent possible; (b) the Coordinator should consult with the Department of Economic and Social Development, with a view to avoiding any duplication of effort that might be involved in regard to the profiles the Department was preparing for its own monitoring purposes; (c) there should be a built-in periodicity for updating profiles; and (d) they should be prepared by independent evaluators rather than by the country teams themselves. It was noted that a separate note on factors in specific country circumstances hampering collaboration on these profiles would be presented to the Committee at its next session. Similarly, comprehensive notes on successful examples of collaboration in such areas as programming were also expected to be available by then.

34. Finally, the Committee agreed that a suitable communication should be prepared for transmission to resident coordinators and other team members, especially in countries covered by the profiles, with a view to encouraging them to continue efforts to implement the various guidelines and to enhance collaboration generally. This would also present the opportunity, as appropriate, to convey to them the desirability of arranging field coordination workshops at the country level as a follow up to those held in Turin, and to indicate the financial and other support that would be available in that regard.

D. Report of the Coordinator and role and functioning of CCSQ (OPS) and its secretariat

35. The Committee took note with satisfaction of the report of the Coordinator on the accomplishments of the Committee over the past four years, and, furthermore, considered a number of suggestions made by the Coordinator for further enhancing the role and effectiveness of the Committee and its secretariat. The Coordinator observed that, despite genuine workload constraints, it was essential that there be full and active participation of all members in the preparation of position papers for Committee sessions. It was also important that the officials of the relevant operational units of organizations be involved in those preparations. Informal working groups between sessions could better reflect organizational positions and experiences and could distil the policy aspects of issues that required consideration by the Committee.

36. The Coordinator also drew attention to the need, inter alia, to strengthen the links between the work of the Committee and the field structures of the system; to review and consolidate into much more concise documents the guidelines the Committee had issued to date; to continue to monitor the implementation of those guidelines and common positions; to further strengthen collaboration with other inter-agency bodies, such as the Joint Consultative Group on Policy (JCGP); and finally, to equip the secretariat with the necessary resources to discharge its functions, bearing in mind that, apart from the staff costs of the Coordinator and his secretary, the budget of the secretariat amounted to $60,000 a year - this for a Committee that was directed to enhance the coherence and impact of operational

activities whose own budget amounted to nearly $4 billion a year. However, in the final analysis, the overriding factor was the full commitment of member organizations to act in broad concert as members of a common system - an underlying message of the reform process now under way.

37. For its part, the Committee agreed on the need to have greater recourse to informal working groups, and to continue to aim at more focused agendas, despite the external factors that determined its agenda. Most members also felt that it was necessary to continue to meet twice a year, for three or four days at a time, and in current venues. In the context of the review of the ACC and its subsidiary machinery, the Chairman noted that there appeared to be a consensus that CCSQ (OPS) should be further strengthened. The Committee agreed to reconsider the various issues raised in this connection in the light of the report being submitted and decisions taken by ACC at its forthcoming session.

38. The Committee also noted, with particular appreciation, the preparation of the CCSQ (OPS) "Manual on operational activities", which would very shortly be distributed to all organizations.

E. Progress reports

1. Management of field coordination workshops and expanded operational activities training

39. The Committee considered and endorsed with satisfaction the conclusions and recommendations of its Advisory Panel on the final evaluation of the management of field coordination workshops, and on the elaboration of the proposed expansion of the operational activities training programme. A number of points made in the course of the discussion were reflected in the Panel report, which is attached as annex VI. The Committee requested its Chairman to bring these conclusions and recommendations to the attention of executive heads, and to seek their continuing support for the ongoing programme, as well as for the expanded programme that was currently envisaged.

40. Member organizations were also invited to review and provide appropriate responses, by 30 October 1992, to the inventory of operational activities training being prepared by organizations of the system (pursuant to the consultancy undertaken by senior consultant Andrew Joseph), a draft of which was distributed to members at the session (ACC/1992/OP/CRP.15 and Add.1).

2. Final texts of guidelines

41. The Committee took note of the final texts of the guidelines on (a) the implications of the Programme of Action for the Least Developed Countries for the 1990s, contained in Information Paper No. 7; and (b) organizations without independent field representation, contained in Information Paper No. 8. It requested that they be issued to the headquarters of the organizations of the system and particularly field staff.

3. Status report of the JCGP on its activities

42. A representative of the Chairman of JCGP presented the status report on its activities contained in Information Paper No. 9. He supplemented it by referring to activities in the area of structural adjustment, which led the Group to have some useful exchanges with the Bretton Woods institutions. It was now proposed to focus on the effects of structural adjustment programmes through the study of specific indicators at the field level, including public expenditure priorities and access to basic necessities and social services for the poor. The approach would thereby focus on poverty alleviation and shift from retrospective measures of impact towards current issues and policy options. The JCGP was also working on a paper for the next high-level meeting, to be held in January 1993, to review common goals of the concerned organizations as a means of promoting synergy, participation in common activities and operational collaboration within the JCGP.

43. The Committee reiterated the importance it attached to strengthening collaboration between the work of CCSQ (OPS) and JCGP, particularly through systematic informal contacts between their respective secretariats.

4. Support costs

44. The Chairman of the Committee's Task Force on Support Costs presented the report of a meeting the Task Force had held earlier in the week, which reviewed the status of implementation of the new support cost arrangements; the report is contained in annex VII. As one member of the Task Force had not been able to attend the meeting, his views would shortly be made available in a separate note.

45. The Committee agreed that the implementation of the arrangements required continuous monitoring, and noted that a further meeting of the Task Force was scheduled for early October. Should a further or updated report become available, this too would be brought to the attention of ACC.

46. Finally, the Committee took note of the important implications that the current situation relating to support costs also had for organizations covered by the old arrangements, and agreed that the question should be addressed. Similarly, the implementation of other support costs arrangements, such as those of UNFPA, would be reviewed at the spring session of the Committee.

F. Global perspectives of the work of the United Nations Drug Control Programme

47. A representative of the United Nations Drug Control Programme (UNDCP) provided a comprehensive brief on the activities of the Programme, and supplemented it with responses to a number of questions.

G. Programme of work for 1993-1994

48. The Committee agreed on the programme of work outlined below, which would be reviewed, as appropriate, at each of its sessions, hence constituting a rolling programme. As in the past, the agenda for each session would be determined by the Coordinator, in consultation with the Chairman and substantive secretariat. They would take into account both developments in intergovernmental bodies (particularly the current review in the General Assembly of the economic and social sectors, including the operational activities of the system) and the status of preparations for the discussion of individual agenda items.

49. The programme of work agreed on will include:

1. (a) Implications of global reforms relating to the operational activities of the United Nations system: substantive issues;

   (b) Triennial comprehensive policy review and follow-up on consequent resolutions of the Economic and Social Council and the General Assembly, including those addressing:

   Elaboration of common goals and strategies on priority substantive themes;

   National execution;

   Strengthening and utilization of national capacities;

   The resident coordinator system, field structures and decentralization of authority;

   Operational activities training;

   (c) Information on significant developments with system-wide implications:

   Assistance to southern Africa;

   Humanitarian assistance;

   Assistance to CIS and Eastern European countries;

   Human rights and democratization;

   (d) Follow-up to UNCED;

   (e) Poverty alleviation;

   (f) Resource flows and trends for operational activities;

   (g) Guidelines on the use of United Nations Volunteers.

2. Progress reports on implementation of:

(a) ACC/CCSQ (OPS) guidelines on:

The International Development Strategy for the Fourth United Nations Development Decade;

Enhancing programming processes;

Role of the resident coordinator system;

Refugee aid and development;

Programme of Action for the Least Developed Countries for the 1990s;

Organizations without independent field representation;

(b) Support costs.

3. Role and functioning of CCSQ (OPS) and its substantive secretariat.

4. Reports on the global perspectives of the work of:

(a) International Atomic Energy Agency;

(b) United Nations Conference on Trade and Development;

(c) International Civil Aviation Organization.

5. Consideration of draft ACC comments on JIU reports.

H. Other matters

1. Appointment of the next Chairman and Coordinator

50. The Chairman indicated that he had not completed consultations on the appointment of the next Coordinator, due also to other developments relating to a possible restructuring of the ACC and its subsidiary machinery. In the meantime, a fourth candidate had become available for the position and his curriculum vitae would be circulated. The Committee therefore agreed that the Chairman would undertake further consultations with organizations and make a recommendation to the Organizational Committee (OC) in the light of any decisions ACC might make at its forthcoming session.

51. With regard to the next Chairman, many members felt that due consideration should be given to the fact that, in the interests of continuity, it would not be desirable to have a change in the positions of both Chairman and Coordinator at the same time.

52. Finally, on closing the session, the Chairman recalled that Mr. P. Kumarakulasinghe's term of office as CCSQ (OPS) Coordinator would be expiring at the end of the current year. The Chairman therefore wished to take the opportunity to express to the Coordinator the Committee's warm appreciation for his four years of service, during which the work of the Committee had achieved its greatest impact. The Chairman emphasized that this was largely due to the Coordinator's personal abilities and experience, as well as his unswerving devotion to advancing the cause of the United Nations development system.

53. The Chairman also noted that the Committee would be losing the services of its longest-serving member, Mr. Van Nort of the International Maritime Organization (IMO), who had served as Acting Chairman on a number of occasions, and had invariably contributed effectively and constructively to the work of the Committee. On behalf of the Committee, the Chairman expressed his thanks and best wishes to Mr. Van Nort on his retirement. The Chairman also conveyed to Mr. Stafford Mousky of UNFPA the appreciation of the Committee for his long and active participation in the work of the Committee, and its good wishes on his retirement.

2. First regular session of 1993

54. The Committee recommended that its next session be held in Geneva either from 16 to 19 March or from 23 to 26 March 1993, preferably the latter dates.

Annex I

LIST OF PARTICIPANTS

Chairman: Y. Berthelot (United Nations Conference on Trade and Development)

Coordinator: P. Kumarakulasinghe

Secretary: N. Ishihara (United Nations)

United Nations entities and programmes

Department of Economic and Social Development	S. N'Diaye T. M. Shrestha F. Haemmerli M. Marchal M. Ikegame D. Stillman
United Nations Conference on Environment and Development	J. C. Faby
Department of Political Affairs	J. Nordenfelt L. C. Göksenin
United Nations International Drug Control Programme	L. Waldheim-Natural
United Nations Centre for Human Settlements (Habitat)	G. Rao
Regional commissions New York Office	H. Schmidt C. Kassangana
United Nations Conference on Trade and Development	K. Khaw
United Nations Environment Programme	L. Guerrero
World Food Council	J. Vingerhoets
United Nations Children's Fund	R. Jolly P. Altesman B. Ögün
United Nations Development Programme	E. Omotoso J. J. Graisse D. Halliday P. Matthews R. Rajan M. Simon E. Wilkens K. Timothy

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United Nations Population Fund	J. van Arendonk S. Mousky J. Donayre V. Ponniah C. Arismendy
Office of the United Nations High Commissioner for Refugees	A. A. Peters
United Nations Relief and Works Agency for Palestine Refugees in the Near East	W. Lee
United Nations Institute for Training and Research	D. E. Feldman
World Food Programme	A. N. Ngongi O. Arora

Specialized agencies, IAEA and GATT

International Labour Organisation	F. Tremeaud O. Hembrechts
Food and Agriculture Organization of the United Nations	D. Forbes-Watt
United Nations Educational, Scientific and Cultural Organization	M. Bahr P. Berry
World Health Organization	Chin Min Lee D. P. Deane
World Bank	G. Reif
International Monetary Fund	R. Bhatia
International Telecommunication Union	J. Elotu
World Meteorological Organization	J. R. Lincoln
International Maritime Organization	L. Van Nort D. Kerlin
International Fund for Agricultural Development	B. Mansuri
United Nations Industrial Development Organization	H. Mehdi

* * *

World Tourism Organization	O. N'Diaye

* * *

ILO Turin Centre	H. Geiser
Senior Consultant, Turin Centre	P. Berthoud

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Senior Consultant on Operational Activities Training	A. J. Joseph

Annex II

SUMMARY OF STATEMENTS ON SIGNIFICANT DEVELOPMENTS WITHIN ORGANIZATIONS WHICH HAVE SYSTEM-WIDE IMPLICATIONS

Department of Political Affairs (Centre Against Apartheid)

Developments in South Africa had led to a process of change through negotiations for a new non-racial and democratic constitution engaging the major political forces in that country. While significant progress had been achieved by the parties in several areas, the process was still vulnerable to factors that might yet jeopardize it. Of these, perhaps the most important factors were those that related to the widespread and uncontrolled violence and to the very wide socio-economic disparities resulting from apartheid, which both tended to undermine the process of reaching agreement and achieving a stable and peaceful transition. Whereas the unprecedented and continuing levels of violence had led the Security Council to entrust the Secretary-General with a leading role in relation to South Africa, providing all parties with the services of an impartial observer and facilitator to help restore peaceful conditions that might allow the negotiation process to continue, the Centre Against Apartheid continued under its mandate to be a focal point in the United Nations system for international action in support of the peaceful elimination of apartheid.

In addition to monitoring the system-wide implementation of General Assembly resolutions on apartheid, the Centre, serving as the Secretariat for the Special Committee against Apartheid, had particularly focused on the socio-economic problems that needed to be addressed to ensure a stable and peaceful process towards a new democratic and non-racial South Africa. The Centre had therefore organized a Conference on these problems in Windhoek in May 1992, which had brought together experts from South Africa and representatives from various United Nations offices and agencies concerned (see A/AC.115/L.685). The report of the Secretary-General on a coordinated approach by the United Nations system on questions relating to South Africa would be issued shortly. The Centre Against Apartheid looked forward to continued cooperation with United Nations offices and agencies concerned.

International Labour Organisation

The Committee was informed that ILO was at present elaborating a report on its role in technical cooperation, which would be submitted and discussed at the International Labour Conference in June 1993. A new policy orientation for ILO operational activities had been formulated. The main elements in the adopted strategy were: coherent country-level activities based on a concept of active partnership with the tripartite constituents of ILO, within a joint programme framework to be followed in the medium term (country objective); improved articulation and complementarity between technical cooperation and other means of action, in particular standard-setting; maintenance of unity among various programmes; adoption of multidisciplinary approaches across the

broad ranges of ILO technical competence; redefined roles and responsibilities of headquarters and the field structure, with increased responsibility being transferred to the field structure for the programming and management of country-level activities; and increased focus on direct support to ILO constituents, in the form of technical advice, sector studies, policy advice and other programme-level services.

ILO field structure was also being reorganized. The main innovation was the establishment of subregional multi-disciplinary teams, composed in reflection of the varying needs for ILO services in different regions.

Department of Economic and Social Development

The Department representative recalled that ACC, at its meeting in April 1992, had reviewed inter-agency coordination in the new independent States (NIS) area and suggested that the Department should serve as a clearing-house for information on United Nations activities in those States. An Inter-agency Task Force had accordingly been constituted, under the chairmanship of the Director of the Transnational Corporations and Management Division. The Task Force had been meeting regularly and had been active in facilitating the exchange of information on actual and proposed activities in the NIS, including establishment of interim United Nations integrated offices in those States. The role of the Task Force had been helpful in coordinating United Nations system participation in the Lisbon Conference on assistance to the NIS, and the Task Force was currently involved in preparations for the Tokyo Conference on assistance to those States.

The Department regularly published a United Nations newsletter on the NIS, which informed Governments, United Nations agencies, non-governmental organizations (NGOs) and other interested constituents about major projects, events and activities, in order to maximize the United Nations contribution to the international effort of assistance to the NIS.

World Health Organization

WHO informed the Committee that an update of the donor profiles entitled "Investors in health", which had been circulated at the spring session, was available on request. It also reported on the review process under way at WHO, in the context of (a) the 1994-1995 programme budget preparations, (b) the increased need for extrabudgetary resources and (c) the cost of implementing extrabudgetary-funded programmes.

United Nations Children's Fund

One of the most important developments over the last year had been the world-wide mobilization in support of the implementation of the commitments adopted by the World Summit for Children (see A/45/625). The major follow-up action had been the preparation by Governments of National Programmes of Action (NPAs), which detailed the measures they would be taking to ensure

fulfilling the commitments of the Summit. Over 130 countries, including both developed and developing countries, had prepared or were actively preparing these NPAs.

As another follow-up activity to the World Summit, the Organization of African Unity (OAU) would hold an International Conference on Assistance to African Children (OAU/ICAAC) in Dakar, 25-27 November 1992, which would provide an opportunity for a dialogue between African countries and donors. Emphasis would be on mutual support, whereby additional resources for African children would be raised both within the continent and from the donor community.

United Nations Development Programme

Following a briefing on follow-up actions to UNCED, UNDP informed the Committee about its activities relating to the launching of Capacity 21, the initiative to translate Agenda 21 into effective national programmes through capacity-building. While the Global Environment Facility (GEF) addressed programmes and projects having global effects in four areas only, Capacity 21 would support developing countries in the preparation and management of national sustainable development plans. It would help to develop the capacities of developing countries to implement the commitments of UNCED at the national level. Capacity 21 would involve Governments, United Nations agencies, regional institutions and other partners, including NGOs, in the implementation of technical cooperation projects.

The UNDP representative recounted the efforts of the programme to achieve the goals of raising $100 million by the end of 1992 and $500 million by 1995. Fund-raising missions had visited several donor capitals in Europe during the past few weeks and others would be visited in October; achievement of the fund-raising target might not be easy, in the light of the current financial and budgetary situation of many European donor countries. It was important that the funds for Capacity 21 should constitute additionality, rather than a diversion of funds from core resources for operational activities.

At present, fund-raising and projects development were the priorities. The agencies would be informed of developments, notably at the Inter-Agency Consultative Meeting (IACM), with regard to operationalizing Capacity 21, the modalities of which had not as yet been fully developed.

UNDP also called attention to its current massive operation for providing air transport, logistics and technical support to ensure that the first national elections in Angola were free and fair. This would be the most extensive civilian helicopter airlift of people in United Nations history. It would involve airlifting up to 15,000 people from remote, war-torn areas over mine-ridden roads and bridges to more than 6,000 voting stations throughout the country. The elections in Angola constituted part of the current move in many parts of the world towards democratization, political pluralism and multi-party free and fair elections. The United Nations and UNDP had been

involved in providing assistance to this process in many countries and the trend indicated that they would be called upon to do so in other nations in the future.

Finally, UNDP provided information concerning the invitation of the Government of Germany for UNDP, UNFPA and the United Nations Development Fund for Women (UNIFEM) to establish their headquarters in Bonn from 1996.

In accordance with Governing Council decision 92/44, the following were being examined: the potential impact of a relocation of UNDP and UNFPA headquarters to Bonn, with the objective of reforming the United Nations system of operational activities for development, in cooperation with the international and regional finance institutions, in order to improve its coherence and efficiency; the full range of logistical and related financial, administrative and representational implications for Member States of such a relocation; and programme-related, budgetary, legal and administrative implications of the offer.

A written report on the results of those examinations would be submitted to the members of the Governing Council, if possible by the end of 1992, but not later than 1 February 1993.

United Nations Population Fund

UNFPA reported that, in preparation for the International Conference on Population and Development, 1994, which was to take place in Cairo from 5 to 13 September 1994, a series of activities had been planned, including the Fourth Asian and Pacific Population Conference, Denpasar, Indonesia, August 1992; Third African Population Conference, Dakar, December 1992; European Population Conference, Geneva, March 1993; Regional Population Conference for Latin America and the Caribbean, Mexico City, May/June 1993; and the Regional Population Conference for the Arab World, Amman, April 1993. In addition, a number of expert group meetings were envisaged.

In accordance with its Governing Council June 1991 decision on successor support cost arrangements to provide strengthened technical services support (TSS) to population programmes and projects, UNFPA had begun implementation of the TSS system. Eight regional TSS teams were being fielded, six of which were currently operational. An Interagency Task Force consisting of representatives of the various participating partners and chaired by UNFPA was operative and had already held a number of meetings.

Notes

a/ See A/45/625.

Annex III

ELABORATION OF COMMON COUNTRY GOALS AND STRATEGIES ON PRIORITY SUBSTANTIVE THEMES: PRINCIPLES AND PROCEDURES, A UNITED NATIONS COUNTRY STRATEGY

1. There are several closely interlinked principles to a unified approach at the country level. This text elaborates only on the United Nations country strategy.

A. Basic principles

1. Purpose

2. The United Nations country strategy (which will be developed in all countries in which the Government so chooses) should be a mechanism for both substantive assessment of the key development issues of concern to the country and, more important, for subsequently mobilizing United Nations assistance in a collaborative manner. It should focus on areas in which the United Nations system, collectively or individually, could make a significant difference if there were a concerted system-wide effort.

2. Content

3. The country strategy should truly reflect the national priorities of the recipient Government. It should also build upon and be consistent with internationally approved strategies such as the International Development Strategy for the Fourth United Nations Development Decade (see General Assembly resolution 45/199), the Programme of Action for the least developed countries, and thematic programmes of action emanating from the governing bodies of the United Nations system and the General Assembly.

4. The strategy should focus on key areas for which United Nations system collaboration will make a difference and has a comparative advantage, such as supporting the human dimension in development. It should be concerned with the full range of potential assistance, both technical assistance (policy advice, substantive and management services) and also material and financial inputs and human resources.

3. Coordination

5. The United Nations team, under the leadership of the resident coordinator, should bear the overall responsibility for the United Nations country strategy. The strategy should serve as a basis for the project and programme preparation processes of the respective United Nations organizations. It does not substitute for them. Each organization must

remain accountable for the use of its funds in accordance with its mandates and procedures and through the established direct links with its government counterparts. It is the responsibility of each organization to ensure that its analytical and operational projects and programmes are supportive and consistent with the overall country strategy.

6. The resident coordinator has a special responsibility to ensure this coherence. To this end, the coordinator should form sub-groups focused on the key themes of the country strategy, chaired by the organization or individual best suited to the task and operating under his overall guidance. (This principle is already approved in the recent CCSQ (OPS) guidelines on the resident coordinator system, contained in the initial information and guidance note on the operational implications of the International Development Strategy for the Fourth United Nations Development Decade a/ and also contained in the draft guidelines on enhancing programming processes, b/ but the principle needs to be much more fully implemented.)

7. Furthermore, the resident coordinator should be fully involved by the United Nations organizations at the earliest stages of the project/programme preparation process, and should continue to be consulted at each key phase. (Again, as established by the resident coordinator guidelines.) Prior to finalization of a draft project/programme, the resident coordinator may advise the organization concerned on how it fits into the overall country strategy.

8. The resident coordinator may also advise the recipient Government on how the draft project/programme fits into the overall United Nations country strategy. Overall implementation will be reported by the Secretary-General to the Economic and Social Council.

B. Procedures

1. Team effort

9. The United Nations country strategy should be prepared in close consultation with the recipient Government by a team comprised of members of United Nations organizations present or actively involved in the country, working on a collegial and consensual basis, with the resident coordinator as the team leader.

10. To accommodate the fact that not all agencies or United Nations bodies are represented at the country level, the resident coordinator will invite those organizations not represented to submit a written input or send a representative to participate in the drafting of the country strategy. After the country strategy is drafted, it will be submitted to the organizations not represented for their comments.

2. Linking the operational, research and regional capacities

11. Full use needs to be made of the analytical and normative roles of the specialized agencies (for agencies without field representation, this input should be derived from their headquarters). Their work must be central to the country strategies. Likewise, stronger links need to be made with the research work now being carried out at United Nations Headquarters locations, which might benefit themselves from stronger links with field practitioners. Finally, there is still untapped potential in the regional commissions, and greater use should be made of regional networks.

3. Links with Bretton Woods institutions

12. The United Nations team should have more mutual consultation with the Bretton Woods institutions. The United Nations country strategy should interact with key Bretton Woods exercises, such as the formulation of policy framework papers, structural or sectoral adjustment loans, public investment programmes and public expenditure programmes. This interaction is intended to support the complementary roles of both institutions and help bring to the fore viewpoints which United Nations organizations may be able to provide from their unique perspective. These links should also help ensure that Governments have access to a broad range of policy advice.

4. Links with other external donors

13. The United Nations country strategy, along with the analytical work underlying its preparation, could help facilitate a more effective participation by the United Nations system in donor-wide groups such as consultative groups and round-tables. The country strategy could also be useful to external donors seeking analytical advice and therefore help mobilize a wide range of donors behind key government priorities.

5. Using targets and a programme approach

14. To the extent possible, the United Nations country strategy should highlight key development goals and targets that the United Nations system should help support. Many monitorable targets have already been established by universally agreed upon United Nations strategies. The country strategy should help to establish a process for reviewing and evaluating the degree to which United Nations assistance is actually helping to support progress towards such development targets, and is thus being provided in a flexible and effective manner, a key part of moving to a programme approach.

6. Evaluation and reporting

15. There should be regular evaluations of the impact and effectiveness of the United Nations country strategy. These should be reviewed, on a continuous basis, at senior levels at the headquarters of the respective entities. In addition, regular assessments of the country strategies should be reviewed by ECOSOC and the General Assembly.

Notes

a/ See letter from the Director-General to resident coordinators dated 25 April 1991.

b/ See letter from the Office of the Director-General to resident coordinators dated 24 June 1991.

Annex IV

THE PROGRAMME APPROACH - A COMMON UNITED NATIONS FRAMEWORK

A. Objectives

1. (a) Recognition of the central role, "ownership" and accountability of the Government;

(b) Enhancement of capacity-building, self-reliance and sustainability;

(c) Internalizing of external inputs and ensuring greater relevance, flexibility, cost-effectiveness and impact in relation to national programmes and priorities;

(d) Recognition of the multi-sectoral character of many development objectives;

(e) Elaboration of a national strategy and programme framework into which may be integrated a coherent and coordinated United Nations system response, especially in terms of substantive support.

B. Definitions

Programme

2. A coherent set of policies, strategies, activities and investments designed to achieve a specific time-bound national development objective or set of objectives.

Programme approach

3. The pursuit of national development goals through cohesive national programmes. Such an approach by national authorities will permit United Nations system inputs to be merged with national and other external inputs in support of programmes that have been conceived by the host country with such external assistance as it may seek. a/

C. Guiding principles

4. The formulation of national development plans (programme(s)/framework(s), priorities and objectives) is the exclusive responsibility of the Governments of the recipient countries. b/ National plans and priorities or objectives constitute the only viable frame of reference for national programming of operational activities. c/

5. Recipient Governments also retain the sole responsibility for coordinating external assistance and the principal responsibility for its design and management. d/

6. The exercise by Governments of the above responsibilities is crucial to the optimal use of external assistance. e/ Moreover, the coherence, logic and general quality of its planning framework could significantly influence the volume of external resources available to the Government. f/

7. The existence of a national framework(s) and the commitment to a programme approach to development by the concerned Government is a necessary precondition for such an approach to be followed by an external donor; there is, in fact, no substitute for such commitment and leadership by the Government. g/

8. The existence of a national framework(s) will also better enable other partners to provide such assistance as would facilitate the internalization by Governments of external assistance, through the adoption of a programme approach. An analytical synthesis of a national framework(s) would provide the basis for a policy and strategy framework for United Nations system operational activities in a country.

9. Where such a framework(s) does not exist, the United Nations system may assist developing countries, at their request, in developing their multi-sectoral, sectoral and sub-sectoral strategies. h/ This would involve a dialogue between the Government and its national partners and, if the Government so desires, the United Nations system and other development partners.

10. Programming processes of the system will depend on the wide range of country-specific situations and must be tailored accordingly. i/ The value of the system's contribution will depend on its ability to provide a holistic response to national plans and priorities. j/

11. The assistance provided by organizations of the United Nations system must be placed where organizations can be most responsive to national priorities; organizations must also take full account of the global and regional policies, strategies and related programmes that the same Member States have decided upon collectively in different fora of the system. These considerations should be addressed in the policy dialogue with Governments in the early stages of negotiations on the elaboration of programmes.

Notes

a/ Letter from the Office of the Director-General to resident coordinators dated 24 June 1991, Draft CCSQ (OPS) guidelines for enhancing programming processes, para. 5.

b/ General Assembly resolution 44/211, p. 3.

c/ Ibid., p. 4.

d/ Ibid., para. 2.

Notes (continued)

e/ Ibid., para. 2.

f/ Letter from the Office of the Director-General ..., para. 8.

g/ Ibid., para. 6.

h/ General Assembly resolution 46/219, para. 11.

i/ Letter from the Office of the Director-General ..., para. 10.

j/ Ibid., para. 11.

Annex V

DECENTRALIZATION OF CAPACITIES AND AUTHORITY a/

A. Objectives

1. (a) To further develop a country-focused response, thereby ensuring a substantial degree of cultural, social and economic country specificity in the dialogue and practical work of the United Nations system with developing countries, and to bring the power of decision-making as close to possible to those who are to benefit from the services offered;

(b) To better ensure Government ownership of development programmes by facilitating endogenous programming and design of interventions;

(c) To assist, the host Government as required, in its primary responsibility for the coordination of external assistance;

(d) To facilitate the provision of integrated, multi-disciplinary and substantive technical advice and support to national authorities, in order to meet country-specific needs;

(e) To maximize the use of national capacities and the modality of national execution;

(f) To facilitate United Nations system coordination and collaboration at the country level;

(g) To improve the speed, quality and efficiency of implementation.

B. Guiding principles

2. Decentralization consists primarily of the establishment of appropriate mechanisms and procedures for responding to the development needs of Member States. It can be effected to the regional, subregional and/or country level.

3. Decentralization should be designed (a) to fit within the context of a regional, subregional or country strategy, and not to respond to non-recurrent needs or contingent pressures; (b) to streamline decision-making processes, particularly with regard to programme/project formulation, approval and implementation; (c) to adapt to the particular features and priorities of the region or country and thus to behave as a flexible process; and (d) to enhance appraisal capacity and implementation effectiveness.

4. It must be seen as a strategy and mechanism for enhancing the efficiency and quality of external support to the development efforts of the countries in question. As a working tool it can incorporate various mechanisms, including (i) field representation; (ii) deployment of administrative and technical personnel; (iii) distribution of financial resources; and (iv) delegation of authority.

5. The degree of decentralization will depend on the specific mandates and the different tasks to be carried out by organizations at the field level (of which operational activities constitute only a part); on the authority that headquarters themselves have in regard to programmes and funds, by projections of resource availability for operational activities; on the level of field presence required to support Governments as they become increasingly able to assume a wider range of managerial and implementation responsibilities; and on the optimal levels of utilization of headquarters and field staff in the light of the increasing budgetary constraints faced by many organizations. The different mandates and tasks include the constitutional requirements of organizations and the roles relating to representational functions; normative activities; research activities; relations with non-governmental organizations; the provision of substantive policy and technical advice; and the provision of administrative and logistical support. The requirements of decentralization will also depend on a country's development status; its planning, coordinating and absorptive capacities; the volume and content of programmes; the volume and content of potential needs; and on requests by those countries for such offices.

6. Subject to the foregoing, a more even degree of authority delegated to regional and country offices on the one hand, and to field representatives of the system on the other, as well as a closer relationship between the profiles and grades of representatives, could significantly enhance the effectiveness of their collaboration with each other at the country level.

7. Within the framework of an approved multi-year country programme, authority should be delegated to the maximum extent possible consistent with ensuring accountability.

8. Effective decentralization calls for a "decentralization ethos" that can generate an attitude favourable to the process.

9. Fullest use should be made of recent advances in telecommunications facilities, in order to bring the headquarters of organizations as close as possible to field operations and provide the necessary support to the latter.

Notes

a/ Governments provide guidance on the degree of decentralization of capacities and authority. Policy decisions on the establishment and closure of offices, and on the choice of their locations, are also taken by Governments individually and collectively.

Annex VI

REPORT OF THE CCSQ (OPS) ADVISORY PANEL ON THE PROGRAMME ON MANAGEMENT OF FIELD COORDINATION FOR SENIOR UNITED NATIONS SYSTEM REPRESENTATIVES ON ITS SIXTH MEETING,

(New York, 21 September 1992)*

1. The Advisory Panel of the Programme on Management of Field Coordination for Senior United Nations system representatives held its sixth session in New York on 21 September 1992. The agenda of the Panel included two items:

Evaluation and recommendations regarding the pilot series of workshops on the management of field coordination (item 1);

Progress report on the development of a broader training strategy in support of the United Nations system's operational activities (item 2).

A. Item I: Evaluation and recommendations regarding the pilot series of workshops on the management of field coordination

2. The meeting considered this item on the basis of the evaluation report and recommendations (ACC/1992/OP/CRP.14 and Add.1), prepared by the International Training Centre of the ILO, Turin, and reviewed by a group of agency representatives who had volunteered their participation in the evaluation exercise; the item was also considered in the light of written comments received from other agencies.

3. The Panel noted that, overall, the feedback from and assessment of this pilot series of workshops was positive and the Programme had been received with wide acclaim. It was generally recognized that those workshops were making a useful contribution towards strengthening the United Nations system's operational activities at country level, by stimulating and fostering commitment to collaboration and coordinated approaches within the framework of United Nations country teams and the resident coordinator system.

4. A number of points were addressed in the general discussion, some of which found their expression in the recommendations that the Panel later formulated for consideration by CCSQ (OPS). The main aspects of the programme which gave rise to comments in that context dealt with:

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* As amended following consideration by CCSQ (OPS) on 24 September 1992.

(a) The timetable and procedure for the planning of future workshops;

(b) The curriculum of the workshops;

(c) The place in the programme of small agencies and other agencies without field representation of their own;

(d) The continued role of the Advisory Panel in ensuring agencies' guidance of the programme;

(e) In the latter regard, the role of professional trainers and of the Consultative Committee on Advisory Questions (CCAQ) Subcommittee on Staff Training;

(f) The participation of national officials in the Turin workshops;

(g) The need to address more systematically the special issues facing country teams in situations of humanitarian crises and natural disasters;

(h) The necessity to remedy the perceived cleavage between heaquarters and the field in respect of coordination;

(i) The relationship of the programme to the training activities of agencies;

(j) The cost of the programme, in terms of both the tuition fee and the total cost, which was generally considered fully warranted in spite of the several elements of its composition, including the opportunity cost;

(k) The importance of an evaluation of the long-term effects and impact of the programme.

5. The Panel then proceeded with the examination of the draft recommendations which had been presented in the evaluation report. As a result of this review, the Panel submits the following recommendations tc CCSQ (OPS) for consideration and approval.

Recommendation 1

6. The workshops should continue as a regular inter-agency training feature at a frequency of three per year, it being recognized that the magnitude of the problems and the sheer number of officials yet to be covered would ideally call for more frequent workshops and for additional resources to be made available for the training of United Nations system field staff.

Recommendation 2

7. The timetable and composition of the workshops should be decided at the earliest possible opportunity, in consultation with interested agencies.

Recommendation 3

8. The workshops should in principle be targeted more specifically at groups of countries with similar levels and problems of development and facing similar coordination issues, and should be conducted on an interregional basis; reflecting this approach, the next workshops should be organized for country teams from least developed countries, from island developing countries, from countries with economies in transition and from humanitarian emergency- and disaster-prone countries.

Recommendation 4

9. While the extension to the field level of the training provided by the programme and the involvement of national officials are to be pursued in the framework of the broader training strategy that is being presently developed, the resident coordinator should endeavour to organize, in countries selected for participation in Turin workshops, briefings between the United Nations system team and government officials concerned with coordination, both before and after workshops.

Recommendation 5

10. The Advisory Panel of the Programme should continue in existence and function with the same mandate as at present and in accordance with its now well established practices.

Recommendation 6

11. The Turin Centre should continue to manage the workshops under the ongoing guidance of the Programme Advisory Panel and CCSQ (OPS) itself, and in collaboration with interested agencies, drawing on their operational experience and training expertise, particularly as accumulated in the CCAQ Subcommittee on Staff Training.

Recommendation 7

12. Agencies represented in the field should continue to send their staff to future workshops and endeavour to ensure the participation in the programme of complete country teams, and a special effort should be made, through the intervention of the Chairman of CCSQ (OPS) and other relevant authorities within the United Nations development system, to ensure fuller participation of the World Bank in future workshops.

Recommendation 8

13. Smaller agencies and other agencies without field representation of their own should be encouraged to continue to participate in future workshops, and they should be fully involved in the process of consultations for the organization of workshops, in order to enable them to provide inputs regarding their mandates and activities in both the preparatory and implementation phases of the programme.

Recommendation 9

14. In order to attend to the gap in perceptions between headquarters and the field which is often noted to exist in respect of coordination matters, agencies' senior headquarters and regional office staff dealing with operational activities should be encouraged to actively participate in the workshops.

Recommendation 10

15. The design of the workshops' curriculum should be reviewed in the light of the experience gained and comments made by the Advisory Panel, without however changing the three basic components: development issues, the United Nations system and field-level coordination; the review should focus in particular on the third component, with a view to making it more operationally relevant, and to training participants more concretely, on the basis of successful examples, in the skills and aptitudes required to manage coordination and collaboration at field level; it should assess the place of humanitarian emergency and disaster relief in the curriculum, in the light of the increased importance of this dimension in the operational activities of the United Nations system; it should reflect the concerns expressed by the small agencies and other agencies without field representation of their own; and it should take fully into account the new and emerging trends and changes envisaged in the United Nations system's operational activities, as they affect the three components of the curriculum.

Recommendation 11

16. The adjustments in the curriculum should be carried out between October and December 1992 by the Turin Centre, in consultation with members of the Advisory Panel and other interested parties, as well as agency staff from both the operational units and the training sections, which might constitute for that purpose an informal working group, it being understood that further adjustments to the curriculum might have to take place subsequently, in order to reflect decisions that might be taken concerning the restructuring of the economic and social sectors of the United Nations.

Recommendation 12

17. In order to do justice to the curriculum as adjusted, the workshops should last for six to eight days.

Recommendation 13

18. In the choice of resource persons for future workshops, continued attention should be paid to selecting development experts who, by virtue of their experience, analysis and personal qualities, can make a real contribution to the discussion of the major development issues and challenges in the 1990s and can energize the workshops; attention should also be paid to the selection, as resource persons, of government officials involved in the

coordination of external assistance in countries other than those whose United Nations team attends the workshop; special attention should be given to enlisting women as resource persons; and future workshops should continue to rely on participants as resource persons, as appropriate.

Recommendation 14

19. In future workshops, the methodology as developed through the pilot series should be basically maintained, but necessary adjustments should be made in the design of some of the group exercises: more time should be allocated to working in country teams and less to formal presentations and lectures; greater use should be made of "real life" case studies and greater emphasis and guidance should be provided on the training process. For the design of those adjustments the Turin Centre should be able to count on the assistance of the informal working group referred to in recommendation 11 above (para. 16 above).

Recommendation 15

20. A continuing monitoring and evaluation process should be maintained, with periodic reports submitted to the Programme Advisory Panel and to CCSQ (OPS), and special attention should be paid to establishing a "pre-workshop baseline" of the attitudes of participants towards coordination and collaboration, which would make the post-workshop evaluation more valuable; it is moreover recognized that the ultimate test of the value and usefulness of the programme lies in its longer term effect and impact, and a collective effort should be made, by JCGP and other agencies in a position to do so, to ensure that the means will be available to proceed with a meaningful impact evaluation of the programme.

Recommendation 16

21. The Turin Centre workshops should continue to be viewed as an integral part of a broader training strategy or training plan for operational activities, not as a substitute but as a complement to what agencies are doing individually, as outlined by the CCSQ (OPS) consultant in his report and suggested in the triennial policy review on operational activities (A/47/419), a strategy that aims not only to foster coordination of the United Nations system at field level, but more generally to strengthen national capacities, particularly in the design and management of development programmes and projects.

Recommendation 17

22. In this context, the Turin workshops should lead to national in-country workshops, comprising the United Nations team in full, national development partners from various government ministries and non-governmental institutions, as well as selected bilateral donor agents as appropriate.

Recommendation 18

23. While country teams will be fully informed during the Turin workshops of the availability of support from the Turin Centre for the organization of in-country follow-up workshops, the initiative should come from the countries themselves, and such workshops should focus on country-specific problems and challenges, formulate appropriate strategies and programmes, and produce specific results, such as strengthening common data systems, increasing field accountability, developing common programming procedures and assisting Governments in setting up more efficient systems for managing external development assistance.

Recommendation 19

24. In recognition of the fact that training cannot exist in isolation from human resources development policies and behaviours in effect within the United Nations system, CCSQ (OPS) and CCAQ should explore ways and means through which agencies within the system can act to reinforce and reward collaborative behaviour and initiatives at the country level, an exploration in which the CCAQ Subcommittee on Staff Training should be involved to the greatest possible extent.

B. Item II: Progress report on the development of a broader training strategy in support of the United Nations system's operational activities

25. This item was considered by the Advisory Panel on the basis of a progress report on the development of elements that could form part of a broader training strategy in support of the United Nations systems operational activities which was submitted by the Turin Centre.

26. All participants who took the floor expressed a great interest in the two approaches to a broader training strategy presented in the progress report to complement the effort undertaken through the Turin workshop programme, namely, national follow-up workshops on coordination, to be conducted in-country and bringing together the United Nations country team and its national counterparts, and a comprehensive training programme for improved national programme and project management.

27. With regard to national follow-up workshops on coordination, the discussion focused on the experience of the workshop held in Zimbabwe in March 1992. One of the primary objectives of the follow-up workshops should be how to improve United Nations coordination and collaboration to support national development goals and programmes, and the curriculum would be strengthened in this regard. It was generally agreed that each such workshop would have to be tailored to the specific needs of the country requesting it, with the Government playing a key role in the determination of the orientation and objectives of the workshop, in the light of a list of possible components, which would be suggested to the national authorities and to the United Nations country team.

28. Similar interest was expressed in the Turin Centre proposal for a training programme to enhance national programme and project management. The modular approach retained for this programme, in particular, was considered a useful and practical way to target the training to actual needs to be met. Sharing the interest shown by other members of the Panel, the representative of the International Maritime Organization (IMO) indicated that he would wish to explore with the Chancellor of the World Maritime University the possibilities of collaboration with the Turin Centre, with a view to making use of the programme in the field of maritime transport.

29. In conclusion, the Turin Centre was encouraged to go ahead with the development of those initiatives, and it was agreed that the informal working group of agency training and operational staff, which would assist the Turin Centre in the review of the curriculum and methodology of the Turin workshops, could also be of assistance to the Centre in respect of the components of this broader training strategy.

Appendix

LIST OF PARTICIPANTS

Chairman: Y. Berthelot (United Nations Conference on Trade and Development)

Coordinator: P. Kumarakulasinghe

Secretary: H. Geiser (United Nations)

United Nations

Department of Economic and Social Development	A. Haemmerli M. Ise M. Marchal S. N'Diaye T. Shrestha
Joint Consultative Group on Policy	E. Eriksen
United Nations Conference on Trade and Development	K. Khaw
United Nations Children's Fund	S. Haji-Ahmed B. Ogun
United Nations Development Programme	D. Halliday M. Simon
United Nations Population Fund	V. Ponniah
Office of the United Nations High Commissioner for Refugees	A. A. Peters
United Nations Institute for Training and Research	S. Dinkle

Specialized agencies and related organizations

International Labour Organisation	O. Hembrechts F. Tremeaud
Food and Agriculture Organization of the United Nations	D. Forbes-Watt
World Health Organization	D. P. Deane
World Meteorological Organization	J. Lincoln
International Maritime Organization	D. Kerlin L. van Nort

International Telecommunication Union	J. Elotu
United Nations Industrial Development Organization	H. Mehdi

* * *

Consultant	P. Berthoud

Annex VII

REPORT OF THE CCSQ (OPS) TASK FORCE ON SUPPORT COSTS ON ITS MEETING HELD ON 24 SEPTEMBER 1992 IN NEW YORK

1. The meeting was attended by 10 representatives of the five main agency members of the Task Force, ILO, FAO, UNIDO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Department of Economic and Social Development. Representatives of WHO and the World Maritime Organization (WMO) were present as observers. UNDP had conveyed its regrets at being unable to attend.

A. New UNDP approvals and forecast delivery

2. Each of the five agencies submitted the latest estimates of their new approvals under the new UNDP support cost successor regime, and provided estimates of their probable UNDP-funded delivery for 1992, 1993 and 1994.

3. It was noted that, although nine months had elapsed since the establishment of the new regime in January 1992 and it had been compulsorily applied to all new UNDP projects since 1 July 1992, relatively few new approvals had been received. As of early September 1992, there were less than five for each agency and less than 25 for the five agencies as a whole, with a total value of only US$ 12 million.

4. Together with those approvals which had been received in the first six months of 1992 under the old system, which it was acknowledged had exceeded the US$ 500 million target for the five agencies, the limited amount which was emanating from the new regime would lead to a slump of around 20-25 per cent in the five-agency UNDP delivery in 1992. Based on current assessments, the 1993 delivery estimate pointed to a drastic contraction in the five-agency UNDP delivery - a probable 40 per cent drop compared to the 1990/91 average. On current trends, 1994 delivery would drop even more sharply.

5. While the above estimates concerned mainly Administrative and Operational Services (AOS), approvals of accompanying TSS-2 services were also few: only about 30 TSS-2 approvals, worth an estimated US$ 400,000, had so far been received by the 5-agency group. Most of those TSS-2 approvals pertained to the few projects approved for agency AOS services; only about 8 TSS-2 approvals received so far were related to nationally executed projects, although several others were expected shortly.

6. In view of the obvious lack of significant "take-off" of the new regime thus far, members pointed out the contradiction between this situation and the UNDP Governing Council's original intentions, as expressed in its decisions on the matter, that the new arrangements should lead to a strengthening of the tripartite relationship and provide for the improved flow of agency technical support services to the UNDP programme. It appeared that the tripartite

relationship was in danger of being replaced by a direct bipartite system between UNDP and Governments, with a rapidly rising and evolving role of UNDP/OPS, a situation which warranted a thorough examination of the facts and in-depth analysis.

B. Impact on agencies' field networks

7. The five agencies underlined the unexpectedly sharp contraction which was taking place in their field networks for technical cooperation as a result of this situation. Their professional field expert staff was being rapidly eroded under UNDP programmes, so that as much as 40 per cent (over 1,000 experts) of the present agency field expert cadre, their technical and advisory services no longer available to recipient governments, might be eliminated by the end of 1993.

8. In addition, as a result of the drop in approvals and forcast delivery, a similar unforeseen slump in support and servicing capacity, including technical backstopping, was being experienced in the key headquarters units serving UNDP and might well worsen. In the absence of effective transitional measures, this situation was having marked impact on agency staffing for UNDP programme support, and was also posing difficult financial problems which would reflect adversely on regular UNDP situations.

9. While members recognized that the new arrangements were expected to encourage a trend away from their administrative servicing of UNDP projects, the impact of the new arrangements, particularly on the access of Governments to the impartial substantive and policy advisory services of the agencies and the transfer of their technical know-how, was much greater than expected and together with the speed of their implementation, was creating unforeseen problems.

C. Information on recent UNDP approvals

10. Members expressed regret at the lack of recent information on UNDP project or programme approvals, which would permit a more scientific approach to dealing with the situation. Since UNDP had recently discontinued its regular quarterly reporting on new project approvals, only sporadic and *ex post facto* information was now available.

11. Approximate indications were however possible. One analysis of five UNDP up-date reports in July-August had yielded a total of some US$ 117 million in UNDP approvals (large-scale projects, excluding cost sharing), of which some 60 per cent pertained to national execution, 25 per cent to OPS, and the rest to the World Bank group and United Nations agencies (in that order).

12. Even given that these approximate shares would obviously need readjustment in the light of more comprehensive information, which only UNDP could provide, members expressed apprehension that (i) national execution was

apparently being pursued without appropriate consultation with agencies or commensurate TSS-2 approvals (as called for in the Governing Council's decision and the UNDP guidelines on the subject) and (ii) there was a continuing lack of communication and consultation with agencies on the part of OPS when it proceeded to execute/implement projects in the agencies' respective fields. Little if any of such consultation had been reported.

D. Training arrangements

13. Members noted that, in view of the complexity of the new arrangements, the need for training and briefing of all staff involved had been recognized at an early stage.

14. Indeed, it had been understood that training was originally to have begun in early 1992, with UNDP and the agencies pursuing a vigorous joint effort in this regard. The five agencies reiterated that they had been prepared from the beginning to put significant effort into this, in view of obvious needs and implications.

15. Unfortunately UNDP plans for the required training had repeatedly been delayed. Not until the autumn of 1992 had clear steps been taken. Members reported some confusion and lack of systematic cooperation in the initiation of these training arrangements, and it was not currently clear if these were to be genuinely joint efforts or whether agencies were merely being invited to join on an ad hoc basis. It was hoped that this question could be resolved as soon as possible.

E. Urgent need for review

16. In the circumstances described, the members of the Task Force underlined that an urgent and constructive review of progress in the implementation of the new arrangements was required sooner rather than later. This would permit necessary adjustments to be made in order to ensure that the technical support capacities of the specialized agencies continued to be fully available to the recipient countries, as envisaged by the relevant legislation. It was considered vital that these capacities be effectively mobilized by UNDP, in accordance with its important funding role in the system's technical cooperation. Otherwise, this role would be in jeopardy.

17. Members noted that the new arrangements envisaged more up-stream and programme level assistance on their part to countries. However, although they welcomed the benefits this brought, such as the new TSS-1 activities, it could not be viewed as adequate compensation for the extensive cuts currently taking place.

18. Members were of the unanimous view that the "independent" review foreseen in June 1994 by the Governing Council would be too late to prevent possible serious damage to their capacities to support UNDP projects and programmes,

and also too late to ensure the continuing flow of their technical advice and support to Governments under these circumstances.

19. It was therefore concluded that, at the earliest possible opportunity, UNDP and the agencies should undertake a careful assessment of the implementation of the new arrangements, in order to identify specifically the difficulties to be resolved, so that the new system could produce the benefits and results envisaged when it was prepared and established.

20. The proposed review should also consider the current effects, of the new arrangements which were obviously running counter to the expressed wish of the Economic and Social Council and the General Assembly (see resolution 44/211) for United Nations system entities' decentralization to the field; instead of increasing agencies' capacities to provide on-the-spot advice and assistance to member developing countries, these capabilities were being curtailed by the drastic shrinkage of their field expert networks, accompanied by an apparent and in part corresponding increase in UNDP/OPS activities.

21. The representatives of the five agencies emphasized that they were ready to cooperate with UNDP on a priority basis, possibly in an exercise leading to a discussion and decision on further action to be taken at the UNDP-IACM in December. The provision by UNDP of all relevant data or approvals etc. for the system as a whole would be a sine qua non for the success of this exercise. The process could also lead to the early identification of the "performance indicators" for the new system called for by the Governing Council to facilitate its important monitoring task.

22. The members of the Task Force underlined that such a cooperative approach to an early review of the situation would also provide a good basis for a thorough discussion of this important subject at the UNDP Governing Council special session in February 1993, and subsequently at the Council's full session in June 1993.